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(Department of State)DRAFT

2/9/48

EMERGENCY MEASURESPROBLEM

1. To determine the measures to be undertaken by the SANACC Subcommittee on Special Studies and Evaluations in the requirement of emergency action:

- a. For orderly and effective organizational transition of the Subcommittee from peace time to war time status;
- b. For coordination of implementation of approved plans and directives in the absence of a national war time organization for psychological warfare.

FACTS BEARING ON THE PROBLEM

2. The charter of the SANACC Subcommittee on psychological warfare (SWNCC 304/1 - Appendix "A") states:

"7. The Subcommittee on psychological warfare shall be responsible for the:

"a. Preparation of national plans and implementing directives relating to the employment of psychological warfare in time of war (or threat of war as determined by the President) . . . .

"b. Preparation of plans for orderly and effective organizational transition of the PWG from peace time to war time status . . . .

"c. Coordination of implementation of approved plans and directives as specified in a, preceding, in the absence of a national war time organization for psychological warfare . . . ."

3. SWNCC 304/6 states that the Subcommittee intends to prepare a more extensive study than is presented in SWNCC 304/1 and 304/2

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of the work required by the Subcommittee in relation to policies, plans, and studies for immediate employment of psychological warfare considering the probable short time to mobilize (SWNCC 304/6, paragraph 2 a, p. 44).

4. SWNCC 304/1, 304/2 and 304/6 have been approved after amending (8 January 1948) and appropriate action is being taken to implement the recommendations therein with the respective government agencies. Approved plans not requiring immediate implementation are embodied in Appendix "A".

5. Other governmental agencies or coordinating processes which lend themselves to the implementation of informational and psychological measures are:

A. Implementation "to provide closer coordination of policies, more effective integration of existing facilities and intensification of foreign information measures" under the authority of the Secretary of State (WDC-4, 9 December 1947).

B. Department of State (Assistant Secretary of State for Public Affairs).

(1) Office of International Information and Educational Exchange.

a. Provision for OIE - State to assume responsibility 1 July 1948 of reorientation operations now carried on by Theater Command in Germany. Transfer to be effected through the Office of the Assistant Secretary of State for Occupied Areas.

b. Initial plans in OIE - State for a six-weeks' indoctrination - orientation course for new Public Affairs Officers who will be engaged under 1948-1949 budgets for foreign service

(supplementary to measures indicated in paragraph A).

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2. Office of the Director, OIR.

4. Program Planning and Evaluation Board.

3. Division of International Press and Publication.

5. Division of International Broadcasting (operates 36 active voice radio transmitters in Continental U.S. beamed abroad; one in Honolulu and one in Manila.)

6. Division of International Motion Pictures.

7. Division of Libraries and Institutes.

8. Area Geographical Divisions.

(2) Office of Public Affairs (domestic).

a. Office of the Director.

b. Division of Public Studies.

c. Division of Public Liaison.

d. Division of Publications.

(3) Special Assistant (to Secretary of State) for Research and Intelligence.

a. Office of Intelligence Research.

b. Office of Intelligence Collection and Dissemination.

c. Department of the Army.

(1) Deputy Chief of Staff.

a. Chief of Information coordinates and operates a Public Information Division; Troop Information and Education Division, including Armed Service Radio Service.

(2) Civil Affairs Division.

a. Reorientation Branch.

d. Department of the Navy.

(1) Division of Public Information (Executive Office

of Secretary of the Navy).

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**G. Office of Public Relations.**

(2) Naval Communications Service, Naval District Commanders, Sea Front Commands, Commanders Afloat.

**H. Locations inside and outside of Continental U.S. for establishment of short wave transmitters and their servicing by Naval personnel.**

**I. Department of the Air Force.**

(1) Deputy Chief of Air Staff for personnel and administration.

**J. Troop Information and Education Division.**

**K. Central Intelligence Agency (under National Security Council).**

(1) - **L. Correlates and evaluates foreign intelligence relating to the national security.**

**M. Contains facilities and personnel potentially available for MP operations and other operations related thereto.**

### DISCUSSION

6. The tenure of the subcommittee for Special Studies and Evaluations is indefinite. The responsibility of the Subcommittee to coordinate implementation of approved plans and directives in the absence of a Psychological Warfare Organization may therefore have to be assumed at any point within an undetermined period of years. Consequently, it becomes incumbent upon the Subcommittee periodically to evaluate the potential facilities and capabilities in the government for emergency activation of psychological warfare.

7. Analysis of the means essential to coordination of implementation of approved plans and directives by the Subcommittee,

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presents the following:

- a. Organization - a plan for skeleton organization of the Agency is antecedent to such coordination.
- b. Authority - unless otherwise determined at the time of emergency the Subcommittee would continue its responsibility directly to SANAGC.
- c. Funds - the Subcommittee has no authority over expenditure nor funds to draw on. Certain emergency funds of the Executive presumably would become available until specific appropriations were voted by Congressional action.
- d. Legality - the issuance of an Executive Order establishing the National Security Information Agency would be a matter of first priority.
- e. Director - a second priority would become the selection by the Subcommittee and recommendation to the President for approval and transmission to higher authority of a panel of names containing possible appointees of merit and experience suited to the position. Appointment of a Director by the Chief Executive following the issuance of an Executive Order setting up the Agency is directly related to orderly and effective organizational transition as well as to coordination and implementation.
- f. Operational liaison - in the following order of priority:
  - (1) With the appropriate staff or Committee of the Joint Chiefs of Staff.
  - (2) With CIA.
  - (3) Through SANAGC with the Assistant Secretary of State for Public Affairs on closer coordination of policies and facilities of foreign information measures, and the working group set up under NSC-4.

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(4) With the Director of OIE, State, and the Program Planning and Evaluation Board of OIE.

g. Organizational transition of the Subcommittee - until the issuance of an Executive Order setting up the Agency and appointment of a Director, the Subcommittee's authority to act under SANACC would be limited. To extend its ability to act it may be conceived that the Subcommittee at the moment of emergency would recommend for SANACC's approval that the Subcommittee be reconstituted as a Plans and Policies Board for interim psychological warfare operations under the Chairmanship of the Assistant Secretary of State for Public Affairs, or the Director of OIE. The temporary Chairman would give way to the Director upon the latter's appointment. To further extend its authority to command facilities, the Subcommittee would recommend interim additions to the Board from the working group established under NSC-4, the Program Planning and Evaluation Board of OIE, and representatives from Army, Navy, Air Force and CIA comparable to such representation as described in SWNOC 304/6 (par. 5-B-4).

#### CONCLUSION

8. In order to carry out the Subcommittee's responsibility for orderly and effective organizational transition of the Subcommittee from peace time to war time status, and for coordination of implementation of approved plans and directives in the absence of a national war time organization for psychological warfare it is concluded that the Subcommittee should:

a. Evaluate periodically the potential facilities and capabilities in the government for emergency activation of

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psychological warfare, including determination of availability of personnel and equipment to immediately produce informational and psychological measures, especially as related to categories established in SWMCC 304/6, paragraph 5-2-4.

b. Provide written reports to SANAGC of such periodic evaluations.

c. Prepare now an emergency plan of organization of the Agency sufficient for immediate and effective mobilization of essential personnel and equipment and their primary activation in time of crisis; this plan to be displaced by more complete organizational plans when these become available.

d. Report to SANAGC, immediately upon receipt of notification of the emergency, the availability of the Subcommittee to assume its further responsibilities and the ~~maximum~~ availability of the skeleton emergency plans (and/or such additional plans and studies as may have been accorded approval).

e. Recommend to SANAGC for approval and implementation:

(1) Issuance of an Executive Order establishing the Agency.

(2) That applicable funds be provided out of emergency funds of the Executive.

(3) That an ad hoc Committee be designated from the Departments and Agency concerned to prepare appropriate enabling legislation for the Agency and appropriation legislation to be included in the budget for War Agencies.

(4) Establishment of immediate operational liaison between the Subcommittee and the Joint Chiefs of Staff.

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(5) Establishment of immediate operational liaison between the Subcommittee and the Central Intelligence Agency.

(6) Reconstitution of the Subcommittee as a Plans and Policies Subcommittee for psychological warfare under the National Security Council, with additions from the consultive and working group of NSC-4, the Program Planning and Evaluation Board of OIA, and representation from Departments of the Army, Navy and Air Force and from the Central Intelligence Agency, in conformity with the description of such representation in SSMCC 304/6, paragraph 3-B-4.

(7) Designation as Chairman of the reconstituted Subcommittee of the Assistant Secretary of State for Public Affairs or the Director of OIA.

(8) That SSMCC transmit to the National Security Council a panel of names to be submitted by the Subcommittee composed of possible appointees as the Director of the Agency.

(9) That SSMCC designate the Director upon his appointment as the Chairman of the reconstituted Subcommittee with the authority to integrate any or part of its membership into the organization of the Agency.

(10) Authorize the use of OIA facilities and equipment for psychological warfare purposes pending their legal transfer to the Agency.

(11) Pending the legal establishment of the Agency, authorize the use of appropriate facilities and capabilities of the Departments of the Army, Navy and Air Force and the Central Intelligence Agency for psychological

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warfare, and the use of such facilities and capabilities of other Departments and Agencies of the government as may be appropriate to these purposes.

(12) Establishment of liaison through appropriate channels between the Subcommittee and the Civil Service Commission in order to provide employment of suitable civilian personnel by non-assembled examination and to authorize personnel investigation by the FBI.

(13) Establishment of direct liaison between the Subcommittee and the National Resources Board of the National Security Council for provision of personnel through such selective service processes as may be authorized by law.

#### RECOMMENDATIONS

9. It is recommended that the SAMACC:

a. Approve the Conclusions foregoing, subject to the concurrence of the National Security Council and the Joint Chiefs of Staff.

b. Thereafter transmit this report to the Secretaries of State and Defense, and the Secretaries of the Army, Navy and Air Force Departments, the Joint Chiefs of Staff, and the Director of the Central Intelligence Agency for guidance and appropriate measures of implementation when so required.

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APPENDIX "A"

Ref. SWNOC 304/6

"5. a. The Psychological Warfare Organization (hereinafter referred to as the Organization) should be established "in time of war (or threat of war as determined by the President)"

(1) Under (in abeyance).

b. The Organization should be directed by a Director who shall be the head thereof; the Director:

(1) to be appointed by the President from among individuals in civilian life or from commissioned officers of the Armed Services;

(2) to report directly to (in abeyance);

(3) to be empowered to provide unified direction and authoritative coordination of the national psychological warfare effort and activities, and operations related thereto; using established agencies to perform their functions appropriate to these objectives and to employ such persons as he may deem essential to the fulfillment of the purposes and responsibilities with which he has been charged;

(4) to be the Chairman of a policy and planning board which will include representation from the Joint Chiefs of Staff, and representatives of the Departments of State, Army, Navy, Air Force and the Central Intelligence Agency, whose qualifications and official position warrant their participation both as individuals and as representatives of their respective organizations; and representatives from such other Government agencies whose participation may be found to be appropriate.

g. The Organization should be provided with the necessary

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should be provided with strategic guidance, information, and allocations of resources of manpower, funds, facilities and materials essential to proper functioning.

4. The Organization should have access to or be provided with such intelligence as relates to psychological warfare and as may be essential to the accomplishment of the Organization's approved functions, missions and tasks.

5. The Organization should plan, and subject to approval of plans by (in abeyance).

6. The Organization should formulate and carry out, through the use of press, radio, motion picture, and other facilities, information programs designed to facilitate the development of an informed and intelligent understanding, at home and abroad, of the status and progress of any war effort in which the United States may be engaged and of the war policies, activities, and aims of the government; and coordinate in consonance with approved policies the war informational activities of all federal departments and agencies."

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Corrected 6 February 1948

# MISSION AND DUTIES OF THE DIRECTOR, NATIONAL SECURITY INFORMATION AGENCY

**MISSION:** Subject to the authority and direction of the National Security Council it shall be the mission of the Director of NSIA to support national policy <sup>by the NSIA</sup> and strategic <sup>policy</sup> with informational and psychological measures including psychological warfare (at home and abroad).

- DUTIES:**
1. To advise the National Security Council concerning these matters as relate to governmental departments and agencies, and other supporting activities in the interest of National Security.
  2. To recommend to the National Security Council as to provisions essential to coordination <sup>of effort</sup> and all to other provisions essential to accomplishment of the mission.
  2. To coordinate the efforts of <sup>appropriate</sup> all governmental agencies concerning these matters and to make proper recommendations concerning them to <sup>the</sup> National Security Council.
  3. To correlate, evaluate and interpret strategic plans and national policy, advice and guidance pertaining to informational and psychological measures and psychological warfare.
  4. To plan for the performance of informational and psychological measures and psychological warfare and exercise direction and control thereof, and exercise broad direction and control of activities assigned to the agency for these purposes.
  5. To be written (relation to CIA and use of Intelligence)
  6. To be written (relation to JCS)

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30 January 1948

Pages 1 to 2, incl.

STATE-ARMY-NAVY-AIR FORCE COORDINATING SUBCOMMITTEE  
FOR SPECIAL STUDIES AND EVALUATIONS

EMERGENCY MEASURES

Note by the Secretary

The enclosure, a memorandum by the Navy Member, State-Army-Navy-Air Force Coordinating Subcommittee for Special Studies and Evaluations, is circulated for consideration of the Subcommittee.

MAX V. BROKAW  
Secretary

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SECRETENCLOSURE

29 January 1948

EMERGENCY MEASURESMemorandum from U.S. Navy MemberPROBLEM

1. To determine the urgent measures that the SANACC subcommittee Special Studies and Evaluations may be able to take in event emergency action is necessary with respect to Psychological Warfare or related problems.

FACTS BEARING ON THE PROBLEM

2. The charter of the SANACC Subcommittee on Psychological Warfare (SWNCC 304/1 - Appendix "A") states:

a. That the Subcommittee of SANACC on Psychological Warfare shall have authority, in the absence of a national wartime organization for psychological warfare, to coordinate implementation of approved psychological plans in any war emergency which might suddenly arise.

b. That the Subcommittee shall be responsible for the:

(1) Preparation of national plans and implementing directives relating to Psychological Warfare.

(2) Preparation of plans for orderly and effective organizational transition from peacetime to wartime status.

3. SWNCC 304/6 states that the Subcommittee intends to prepare a more extensive study than is presented in SWNCC 304/1 and 304/2 of the work required in relation to policies, plans, and studies for immediate employment of psychological warfare considering the probable short time to mobilize, (SWNCC 304/6, para. 2 a.p. 4a).

4. SWNCC 304/1, 304/2 and 304/6 have been approved and appropriate action is being taken to implement their contents within the respective government agencies.

5. There is no national wartime organization for psychological warfare, with the result that full responsibility for any emergency measures rests solely with this subcommittee.

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S E C R E TCONCLUSION

6. The international situation is such that the Subcommittee may be asked to solve an emergency problem on short notice.

7. The government agencies represented on the subcommittee may, individually or collectively, request an outline of the Subcommittee's present capabilities for dealing with an emergency.

8. The Subcommittee must continually evaluate the possible facilities that may be used for activating an emergency psychological organization in order that each representative understands the consensus of the subcommittee as to capabilities in event officials of the respective agencies require statements of such nature from their subcommittee representative.

RECOMMENDATION

9. That the Subcommittee make an immediate estimate of the situation as to the capabilities of the National government in the field of psychological warfare using governmental and non-governmental agencies that can support such an effort.

10. That the Subcommittee give priority consideration to factors that may improve existing national facilities and provide for rapid mobilization of an effective psychological warfare agency in event of emergency.

11. That the estimate when necessary in the light of changing conditions be revised in order that, individually and collectively, all representatives are in agreement as to the national capabilities in the field of psychological warfare in event of an emergency.

12. That the estimates of such capabilities be the subject of periodic written reports to SANACC for its information and guidance.

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